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MESSAGE

.. OF ..

AUSTIN L. CROTHERS

Governor of Maryland



To The General Assembly of Maryland

At Its Regular Session, January, 1910

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STATE OF MARYLAND

Executive Department.

ANNAPOLIS, MD., January 5, 1910.

To the Senate and House of Delegates of Maryland:

The Constitution of Maryland requires that the Governor shall, from time to time, inform the General Assembly of the condition of the State and recommend to their consideration such measures as he may judge necessary and expedient.

Pursuant to that constitutional requirement, I beg to bring to your consideration divers matters of public moment which, no doubt, shall engage your attention during the important session upon which you are entering.

In the high and distinguished service of the people of Maryland great and grave responsibilities are imposed upon you. Upon every individual member of the General Assembly is devolved the paramount duty, exacted of every public servant, of doing with unsparing pains and devotion the most that he can do in the interest and for the benefit of the people and with an eye single to the public good.

There comes to you, or to the great majority of you, however, under our peculiar form of government, an additional responsibility, which, rightly appreciated, can tend only to reinforce the individual and personal responsibility of the representative of the people in their legislative assembly. That added responsibility grows out of the system of party government and party obligation which obtains not only in Maryland, but in all the States of the Union, and in the Federal Government as well. Every citizen and official who recognizes his party as an agency of good government, charged with profound and far-reaching accountabilities to the people who compose the State, will not fail to recognize the burden of the responsibility to which I refer.

At the last general election the people of Maryland, by their suffrages, entrusted and honored the Democratic party with a continuance of control of the government of the State. Beyond the great gratification which this mark of confidence must afford to those who bear allegiance to that party, there must arise in the minds of its thoughtful and patriotic membership a deep and sobering sense of the duties thus definitely imposed upon and imperatively required of those occupying legislative and administrative places.

It cannot be doubted that the people thus trusted and distinguished the Democratic party upon the faith of the pledges which the party made to the people and upon their reliance that those pledges would be faithfully kept. The supreme responsibility of the General Assembly, then, is to carry out to the full letter and spirit, absolutely and unqualifiedly, every promise which the Democracy, as the dominant political party of the State, made to its people.

There is another element of fact which enters into these obligations and which should make their performance the more grateful, prompt and unfailing. That is the fact that the obligations in question relate to public projects and reforms which are undeniably fraught with vast benefit and advantage to the people and which have been brought forward for legislative action by the most enlightened and progressive sentiment of the State.

What, then, are these obligations? Now that the time to execute and redeem them has come, let us carefully look at them and review them as actually issued to the people, so that we may not fail in one jot or tittle to meet and perform them, all and singular, to the very last and final letter.

THE DEMOCRATIC PLATFORM OF 1909 DECLARED:

We favor the creation by appropriate legislation of a Public Utilities Commission applicable to all of our public-service corporations.

We favor such amendments to the existing Primary Election Law as shall correct defects in its practical operation.

We do solemnly declare that we favor the passage by the next General Assembly of Maryland of a law proposing an amendment to the Constitution of the State granting to the people of Baltimore city representation in the House of Delegates of Maryland in accordance with the population of the city, and representation in the Senate of Maryland of one Senator for every unit of population of said city equal to the population of the largest county in the State, without reducing the present representation of any county.

We advocate the passage of a Pure Food Law for the State of Maryland, guaranteeing pure food to the people and framed along the lines of the Federal law on the subject, adjusted, however, to the needs and conditions of this State.

Upon this declaration of principles we earnestly invite the support of our fellow-citizens.

PUBLIC UTILITIES COMMISSION.

The reasonable and just regulation of public-service corporations through the agency of a commission with prescribed

powers and duties has, as a policy, been adopted by a number of the largest and leading States of the Union, and is under favorable consideration in many other States. A quarter of a century ago, approximately, the Federal Government led the way in the pursuance of this important policy by the establishment of the Interstate Commerce Commission. Many of the States of the Union have for years had railroad commissions for the reasonable regulation of the service afforded and the rates charged by common carriers. And the functions of these commissions in various parts of the Union are being extended so as to embrace the power and duty of regulative control over other public utilities and accommodations. In the States of New York and Wisconsin, and in the Southern States of Virginia and North Carolina experience has shown that such commissions furnish appropriate and essential protection to the rights and interests of the public, whilst at the same time they afford important and just safeguards and immunities to the public-service corporations themselves. The fact is so obvious as to dispense with the necessity of prolonged discussion that a public-service commission in the State of Maryland, as in other States, will shield and secure the people from injustice, abuse and disadvantages of whatsoever form at the hands of great corporations engaged for their own profit in the sale and supply of utilities and service of a general and public nature, and will reasonably guarantee to the people adequate and proper service at just prices. The people are entitled to this in respect to the utilities in question—that is to say, they are entitled to justice—no more, no less. On the other hand, the same measure of regard and consideration is due to the capital and corporate and personal interests engaged and involved in the organization and maintenance of the public-service corporations of this State. These institutions, it cannot be denied, are often subjected to unreasonable demands and unjustifiable attacks. They, too, are entitled to justice—no more, no less. A public-service commission clothed with the necessary powers and charged with appropriate functions, and, above all else, composed of men imbued with a full measure and high standard of intelligence, character and public spirit, would meet these requirements and subserve and accomplish the great public end in view, which, after all, is the full preservation to the people of the rights and advantages to which they are justly entitled without imposing unnecessary or unreasonable burdens upon the corporations in question. To effect this rightful object, which, indeed, is one of the salutary ends of government itself, it is indispensable not only that such a commission be provided for by the Legislature, but that it be vested with full and plenary powers to effectually and impartially accomplish its important object with respect to all public-service corporations

in the State in their various relations to the people. This is the spirit and design of the pledge we made to the people. Without hesitancy or shortcoming in any particular, let us now faithfully redeem it.

JUST REPRESENTATION FOR BALTIMORE CITY.

The large population—approximately one-half of that of the State—the commercial importance, the immense wealth and varied and weighty interests of the great city of Baltimore, render it imperatively proper that the demands of its people for increased representation in the Legislature be granted and gratified, as promised in the platform. Such an increase I regard as based on proper principles and as equitable, safe and just, and I accordingly urgently recommend the submission to the people at the next general election of a proposed amendment to the Constitution providing for an increase in the representation of Baltimore city in the General Assembly in precise, exact and full accord with the party's pledge.

PRIMARY ELECTIONS—DIRECT VOTE.

Another important and progressive measure demanded by and promised to the people is the amendment of the Primary Election Law so as to provide for the mandatory system of nominations by the direct vote of the people for all offices filled by popular elections. The Primary Election Law of the State should, accordingly, be so modified and reformed as to imperatively require all nominations of candidates for elective offices to be made by the vote of the people embraced in each political party and to make this requirement mandatory upon all parties, and, further, so modified as to require that the primary elections be held on the same day throughout the State. Every consideration upon which Democratic institutions rest speaks convincingly in favor of such a measure. It is, fundamentally, not only the right, but the duty, of the members or voters who make up a political party to express their choice directly upon the supremely important subjects of the party's candidates and the public policies for which such candidates stand. The people ought not to be deprived of this right, and they ought not to be permitted to shirk the duty. A mandatory and general primary election law prescribing nominations by the direct vote would both secure the right to and enforce the duty in question upon every citizen and voter affiliated or associated with any political party. In this way both the power and the responsibility would be placed where they belong. Moreover, the trust and faith of every Democrat in the people is, or ought to be, tantamount to the conviction that the more interest taken by the people in everything relating to the

organization and conduct of their government, and the nearer the government and its officials are brought to the people, the more economical, progressive and responsible the government will be. Direct nominations, steadily and habitually maintained and exercised by the whole people, must improve the government and the people as well. The real end of Democratic institutions is the cultivation and improvement of the individual man. This is done through the responsibilities which free institutions impose upon him. The direct system of nominations is a great and important extension of this principle. Better government, better men to run the government and a better electorate as the source and support of the government will be the results of the general and steadfast application of the principle of the direct vote in the nomination of all candidates for office. Furthermore, it will dignify and strengthen party organization and party leadership. We cannot forget that our government is largely a government by parties. Consequently, the people themselves in each political party will be called upon to select and ordain the party organization and be accountable for it. The result will inevitably be that both the party organization and its leadership will be improved for the obvious and cogent reason that both the organization and its leaders will be constantly brought to realize that they are the servants of the people and that the interests of the people must be the controlling consideration in their official actions. This, in turn, will tend to prevent the seeking and the obtention from party leaders or party organizations of special privileges for particular individuals or interests at the expense of the public good or in derogation of the equal and general rights of all the people. Therefore, with all possible earnestness and urgency, I respectfully press upon your Honorable Body the vast importance and necessity of enacting such a general primary election law as will secure to the people the advantages of nominating all candidates for elective offices by the direct vote of the people themselves.

Before leaving the subject of primary elections I beg to suggest in connection therewith that the Senatorial Primary Law should be so modified as to reduce the expense which, under its provisions, is devolved upon candidates for the United States Senate. As the law now stands, this expense is not only oppressive and unjust, but is so discriminatory in favor of wealthy men and against men of moderate and limited means as virtually to exclude the latter from participation in the primaries in question. The honorable position of United States Senator should be open to every citizen, and talent, capacity and patriotism should not be subordinated to wealth as a qualification for the office.

PURE FOOD LAW.

The due protection of the public health requires the passage of a pure food law along the lines of the Federal law, adjusted, however, to the circumstances obtaining in this State. The importance of guaranteeing pure food for the people cannot be underrated by any thoughtful legislator. The people should unquestionably be protected by expert and public regulation from the dangers of impure and deleterious food.

At the end of the last session of the General Assembly I appointed a commission to take up this subject and to furnish this Legislature with the results of their investigations in reference to it. This commission has drafted a bill representing its conclusions, which I herewith transmit for your consideration. Other bills equally deserving of consideration have been prepared by the Chirurgical Faculty of Maryland and by the Drug Exchange, respectively. These several bills differ in the agency which they respectively propose for the administration of the law and in some other provisions of greater or less importance. I respectfully recommend the consideration of all of these measures, and feel confident that the abundant materials which they supply will facilitate the preparation and enactment of an appropriate and adequate measure upon this important subject.

It has been contended with persuasive force that the Board of Health should in some way administer the law, because of its present organization and the additional consideration that it would be less expensive than the establishment of a distinct department for this work.

SUFFRAGE AMENDMENT.

The failure of the people at the recent election in this State to ratify the amendment to the suffrage clause of the Constitution, whereby it was proposed to eliminate from the electorate the most unintelligent and thriftless class of our negro population, presents a situation which, in my judgment, should receive the most careful and serious consideration of the present Legislature.

If I could feel any assurance that the defeat of that amendment meant that the majority of the white people of Maryland were in favor of the perpetuation of unrestricted negro suffrage I should deem it my duty, as well as that of the Legislature, to bow to the will of the people thus expressed, to accept their will as final and to refrain from any further discussion of the question at this time.

But after mature deliberation I am unable to reach such conclusions.

During the late campaign little, if anything, was said by the opponents of the amendment in justification of unrestricted

negro suffrage. Indeed, it might also be inferred from their silence on this subject that they were in substantial accord with the general opinion of the rest of the civilized world—which is that a most grievous mistake was made when the elective franchise was conferred without restriction or limitation upon the masses of the African race in this country.

At any rate, the grounds upon which the amendment was defeated were that, in the form presented, it endangered the franchise of the white man, and that it would unduly increase the power of the party organization and thus make Maryland a one-party State.

In other words, the objection was not to the principle of the proposed amendment, but to its form. I did not, and do not, think that those objections were well founded, but I consider that it is our duty to bow to the will of the people and accept and abide by the verdict which they have rendered on that question.

I, therefore, would not approve the resubmission of the same amendment, or any other amendment of substantially like character.

Nevertheless, I am firmly of the opinion that in view of the conditions existing in such a large portion of the State, and in view of the great benefits which I believe would accrue to the State and all the people of the State, both white and black, from the removal of the negro question from our politics, it is our duty, if possible, to submit to the people an amendment in such form as will enable them to vote upon the real question—that is to say, the question as to whether or not unrestricted negro suffrage shall be perpetuated. In this connection I deem it proper to remind you that Maryland never consented to the ratification of the so-called Fifteenth Amendment to the Federal Constitution, but, on the contrary, rejected it by the unanimous vote of its Legislature, and the question as to whether or not any State of this Union, even by amendment of the Federal Constitution, can be stripped of the power to determine for itself who shall have the right to vote at State elections—that is to say, who shall constitute the State—has never yet been adjudicated by the august tribunal which alone has authority to determine it—the Supreme Court of the United States. I realize that the question is a grave one, and one which should not be dealt with in any hasty or ill-considered fashion. I, therefore, advise no precipitate action, but I do recommend that you take this matter up with the seriousness which it deserves, and, after obtaining legal advise, endeavor to present to the people of the State an amendment of the character which I have indicated. The only suggestion which I have to make at present with reference to the terms of such amendment would be

that it should contain the essential guarantees of fair elections and provide for a uniform ballot throughout the State.

AMENDMENTS TO THE CORRUPT PRACTICES ACT.

The Corrupt Practices Act passed by the last General Assembly is unquestionably one of the best measures upon that subject in the Union, and has brought gratifying results. There are some particulars, nevertheless, in which it may, with advantage, be amended. The amendments which I would recommend are the prevention of the pay of messengers in connection with the polls; the prohibition of anonymous contributions, and the limitation of contributions by persons who are not candidates for nomination or for office in the same manner and to the same extent as the act now limits the contributions of those who are candidates.

STATE FINANCES.

The State Comptroller has submitted to you his report for the last fiscal year, in which he gives a full and explicit statement of the receipts and disbursements of the State's revenues:

Receipts.

Balance in Treasury October 1, 1908.....	\$1,238,652.40
Receipts during fiscal year ended September 10, 1909.....	5,400,104.69
Total.....	<u>\$6,638,757.09</u>

Disbursements.

Expenditures during the fiscal year ended September 30, 1909.....	<u>5,310,687.43</u>
Leaving cash balance in Treasury September 30, 1909.....	<u>\$1,328,069.66</u>

This balance is slightly in excess of that of the year previous, but owing to the large amount of dedicated funds carried in this balance into the next fiscal year, such as amounts due Public Schools, State Roads Loan, Tobacco Warehouse Funds, etc., aggregating \$1,242,406.89, there only remained in the Treasury proper for the ordinary expenses thereof at that date the sum of \$85,662.77.

Sinking Funds.

During the year the Sinking Funds have been safely guarded. By the wise administration of the State's financial officers

there have been carried to the credit of these funds securities of the very highest character; State of Maryland Bonds, aggregating \$538,300, viz:

Consolidated Loan of 1899.....	\$238,300.00
State Roads Loan.....	300,000.00
Total.....	<u>\$538,300.00</u>

State Debt.

Funded debt of State September 30, 1909.....	\$6,718,926.13
Less securities in Sinking Funds and other securities held by the State.....	6,038,949.72
Net debt of State September 30, 1909.....	<u>\$679,976.41</u>

During the year the State debt was increased \$640,000 by an issue of State Roads Bonds, but by reason of investments for the Sinking Funds the net debt was only increased \$313,332.50.

From his report it is manifest that there must be great reductions in the appropriations made by you and retrenchment in all other expenses of the State Government, and this the Comptroller earnestly urges. This condition of the State's finances is due to the large increase in appropriations without any provision being made for increase in the revenues to meet the same.

He also recommends that the appropriations made by the Legislature to the different institutions of the State be paid quarterly, instead of being subject to demand.

He also recommends an amendment to the Traders' License Law providing for a license on the stock of goods in excess of \$40,000 in value, as well as up to that sum, the present law providing no license tax on the stock of goods in excess of \$40,000, fixed in the law fifty years ago, when that represented the maximum value of any stock in the State.

REDUCTION OF LEGISLATIVE EXPENSES.

From the facts and considerations above set forth it is apparent that it is not only proper, but a plain necessity, that there shall be a reduction of legislative expenses to the lowest possible sum required to defray the cost of only such legislative officers and employes as may be indispensable for the proper dispatch of the duties of the Legislature, and who, moreover, actually perform the necessary services for which they are employed. The employment of legislative officers, clerks or assistants whose services are not necessary is vicious in principle and wasteful in its effects, and should no longer be tolerated.

The money spent for superfluous officers and employes in connection with the General Assembly, like all other expenses of the government, comes from the pockets of the taxpayers, and those to whom the conduct of the government is committed have absolutely no right whatever to use or spend a dollar of the public money except for the necessities of the public. Not a dollar should be taken from the people, and no public officer has a right to appropriate or apply a dollar from the pockets of the people in excess of the needs of the government economically and properly run. We are but trustees, and are and should be held to strict accountability as to the necessity of the purpose of every expenditure which we make. Surely, the General Assembly, the highest governmental body in the State, should not set an example of extravagance and reckless expenditure. Such an example in the Legislature of the government must affect all its other departments—State, county and municipal. Apart from the misapplication and waste of the public money, nothing could be more demoralizing to employes themselves, who are appointed to positions for which there is no public necessity and who are paid out of the people's treasury for services not required and frequently not even rendered. Economy in this, as in other departments of the State government, will not lessen opportunity for occupation for those who are anxious or ambitious to serve the public, but will so augment the revenues for constructive and progressive public work of one sort or another that legitimate occupation and honest compensation therefor will be provided for many of our citizens who may desire employment in the public service. With respect to this subject I appointed a commission, with Senator Harper, of Queen Anne's county, as its chairman, to take up and investigate the possibilities of retrenchment and saving in the matter of legislative expenses. This commission has reported to me its conclusions and recommendations, with which I fully concur and which I earnestly urge you to adopt.

These recommendations include, among other things, the limitation and designation at the outset of the session of the officers and employes of the Senate and the House of Delegates, respectively; that such officers and employes be selected in each house openly by an election or order; that all employes of each house be required to report each morning to the Secretary of the Senate or the Chief Clerk of the House of Delegates, as the case may be, and that each of said officials shall keep a record of the attendance of the employes of the respective houses, and that each employe shall receive pay only for each day's actual attendance as shown by such record, and that no extra compensation be allowed or paid to any officer or employe of the Legislature.

* Other recommendations made by the commission in question, and of which I approve, will appear from the report of the commission, which will be duly laid before you.

METHODS AND CONTROL OF APPROPRIATIONS.

I also recommend that all appropriations for the expenses of the State government, for charitable and educational institutions, and all other outlays of the public moneys, be made in the General Appropriation bill biennially by each Legislature, and that all acts providing for running or annual appropriations be repealed. This is a most serious matter and is entitled to careful consideration upon your part. Only in the way recommended can the people know the exact amount of their money which is appropriated and the purposes for which it is distributed and spent. Besides, and it is of almost equal importance, only in the way recommended can the members of the Legislature, with any facility, have before them full and definite information at each session to guide and direct them in the matter of appropriations. By the mode of appropriation above indicated, whereby all appropriations are included in the General Appropriation bills, the relation of each appropriation to all the funds and resources of the State and to the whole amount intended to be appropriated by the Legislature may be estimated and appreciated. No appropriation which the General Assembly may be called upon to make stands by itself. It must, in the necessity of things, be considered, if it is to be passed upon rationally, in its relation to all other appropriations and the financial abilities of the State. The subject to be properly dealt with should be considered as a whole and not piecemeal or in isolated parts. This cannot be done under the present system, which should, accordingly, be changed. The evil of continuing appropriations, which has engaged my attention for some time, should also be dealt with and abolished. Such appropriations frequently go on for years for purposes which are forgotten and which often have ceased to rest upon any necessity or justification. By making all appropriations biennially, so that each Legislature may pass upon their justice or propriety, the whole subject is brought periodically within the control of the representatives of the people. In this manner every General Assembly may every two years pass upon the whole subject of expenditures and reduce appropriations if, in its judgment, public requirements necessitate or justify the same, a course which cannot be pursued under the present system.

Further, in connection with the subject of appropriations, I beg to recommend that all appropriations should be confined to *public* or *quasi public* purposes.

ANTI-LOBBY LAW.

This law, passed for the purpose of requiring all persons to register who are engaged as counsel or legislative agents in advocating the passage of any measure before the Legislature, has been salutary in its effect. The provisions of this law are most rigid, and the Secretary of State, with whom all parties thus engaged are required to register, will take additional precaution to prevent the slightest violation of the law at the coming session of the Legislature by providing in ways not hitherto adopted to discover any person who attempts to secure the passage of any law by the Legislature without registering as provided in said law.

The law provides that the Governor may, before signing any bill, make inquiry of the persons interested in such legislation as to the amount of money expended, and for what purposes, the name of the person or persons that it may have employed to further the passage of such legislation, and the amount of money so paid to them for such services.

This applies as well to items in the appropriation bill, as well as all other measures. I shall avail myself of the power thus given in the said Act of Assembly, and require all applicants for appropriations, as well as other bills, to furnish the name of any person assisting in the passage of said bills, and the amount of money paid for such services.

INCOME TAX.

I approve and endorse the principle of an income tax. It is a policy supported by the Democratic party, and rests upon sound considerations of political economy and right. As indicated hereafter, however, I am of the opinion that this policy should be adopted as a State policy and a reasonable tax upon incomes and upon direct inheritances should be laid by the State government. The Federal Government, exercising powers which have been challenged by many distinguished American citizens from the days of Thomas Jefferson to the present time, has laid prohibitive tariff duties at rates so high as to seriously impair the Federal revenues. I cannot but regard the proposal upon the part of the Federal Government to raise additional revenues by means of a Federal income tax as an expedient upon its part to enable it to maintain its present unjust and extortionate tariff system. In the maintenance of that iniquity I am unwilling to unite. The great masses of the American people, including the people of Maryland, are demanding relief from the oppression of the present Federal tariff, and steps should be taken to enforce a revision of existing tariff rates *downward*, rather than to enable them to be maintained and perpetuated.

Moreover, the power of imposing taxes upon inheritances and incomes is clearly reserved to the States and within the scope of State authority. In my judgment, it should be exercised by the States and not delegated to the General Government. And in addition to this, considerations of revenue and economy upon the part of this State, especially in view of the works of internal improvement upon which it has embarked, certainly justify the retention by the State itself of this important source of revenue.

STATE CARE OF THE INSANE.

The Lunacy Commission, whose special function is to look after the care of the indigent insane of the State, strongly recommends that provision be made by the State properly to care for those unfortunate persons. The best public sentiment in Maryland is equally emphatic in favoring this great reform for the amelioration of the large number of these afflicted persons. The dictates of humanity, as well as of sound and far-seeing policy designed to safeguard the people of the present day, as well as future generations, justify the course here recommended.

Insanity in its various forms and degrees is a malady which requires special places for its treatment, special methods and means of treatment, and special or expert medical attention. It is, therefore, obviously a matter which the State is called upon to take charge of. The State of Maryland can no longer avoid its duty upon this subject to the present and to the future. The finding and appropriation of the financial means of establishing and maintaining an adequate system of State care of the insane is attended, however, with undoubted difficulty. The report of the Comptroller of the Treasury conclusively shows that it cannot be done out of the present revenues of the State.

The fact that we have just authorized a loan of five million dollars by a bond issue for the improvement of our public highways prevents, in my judgment, recourse to another bond issue to meet the expenses in question. How, then, shall the additional and necessary revenue for the purpose be obtained? Either the direct taxes upon all the people must be increased or the necessary funds must be raised by an income or direct inheritance tax. I do not believe the people of the State will favor an increase of the rate of direct taxes upon them. If this be true, the alternative is to provide the revenue in question by an income tax or a direct inheritance tax, or both.

I think in our present condition the plan of raising the money needed for the system of State care contemplated by means of income and inheritance taxes is preferable. As stated above, I rather think both proper methods for augmenting the revenues of the State. Many of the States of the Union have

already, upon the conviction that it is a proper source of State revenues, passed laws providing for a direct inheritance tax.

I think Maryland should do the same and devote the proceeds of the tax to the maintenance of State care of the dependent insane. If such revenues prove inadequate for the object in view, they could be supplemented by a State tax upon incomes.

With respect to the proposed direct inheritance tax I should recommend that no estate of less than \$20,000 be so taxed. I also suggest that the rate of taxation upon both direct inheritances and incomes be small for the present, while the matter is in an experimental stage.

"WHITE SLAVE" TRAFFIC.

I recommend the passage of a law with provisions so rigid as to effectually suppress what is known as the "White Slave" traffic in this State. The efforts of the National Government in this direction cannot accomplish the suppression of this traffic without the co-operation of proper legislation by the States.

REASSESSMENT.

At the meeting of the Federation of County Commissioners of Maryland a resolution was adopted strongly recommending a reassessment for taxation of all the property in the State outside of the city of Baltimore. In this recommendation I fully concur, and urge the passage of legislation providing for such reassessment. It would strongly conduce to uniformity in State taxes paid by the counties to require a general reassessment to be made at the same time in each county when property values are assessed under similar general conditions.

In such a general reassessment law provision should be made for a central review of the valuation fixed in the different counties. There has been no general assessment of property in Maryland since 1896, and the value of property has since then increased in many instances to double its worth at that time. A high tax rate in the counties, made necessary by a low valuation or assessment, is decidedly prejudicial to the counties themselves, as tending to discourage development, improvement and progress. It is decidedly preferable that the assessors ascertain for taxation a reasonable, actual value of property, and that there be some corresponding reduction in the tax rate. Beyond these considerations, the State needs the additional revenue to meet the expenses of government and the various public works it has undertaken and has in contemplation.

GOOD ROADS.

The Legislature of 1908 passed what is known as the Good Roads Law, its purpose being to improve the main arteries of

public travel throughout the State. The commission appointed, as authorized by the provisions of this law, visited all the counties of the State, and after conferring with the people of each laid out a system of State highways for improvement, a plat of the same being hereto annexed.

In addition to the laying out of this system, they have surveyed 431 miles of roads and have contracted for the construction of 108 miles, 75 miles of which have been graded and 43½ miles have been completed.

The contract price was higher than anticipated, although not higher than similar roads in other States, when it is remembered that the price here includes all bridges, which is not always included in the prices of roads in other States. The roads contracted for were in width 14 feet and depth of macadam 8 inches, except in some of the Eastern Shore counties and in Southern Maryland. The same character of roads in Massachusetts cost that State on an average of \$10,000 a mile.

The importance of this work cannot be overestimated in its economy for our agriculturists and others who have to use the public highway and the increased comforts and convenience of our people in the enhancing of the value of property and in the development of the resources of the State.

The law did not provide, nor was it intended to provide, for the improvement of the roads generally throughout the counties, but only for the improvement of the main thoroughfares in a State system, and this fact must always be kept in mind.

In order to provide the means for this improvement a bond issue of five million dollars was authorized, the interest on said bonds and the sinking fund for the purpose of paying them off to be met out of the increase in the collateral inheritance tax, increased liquor licenses in Baltimore city and Baltimore county, licenses upon automobiles, and some other small increases in the revenue—the money required not coming from a direct tax upon the people.

The Road Commission is most anxious that some way may be found in which the cost of the construction of these roads can be reduced, and I am of the opinion that this purpose can be materially effected by the passage of a law authorizing the use of convict labor from the jails and other penal institutions of the State on road work in getting out material in quarries and in other capacities where they can be safely and conveniently used.

Laws have been passed in many States of the South providing for this kind of labor on the public highways, and it has worked most successfully and great improvement of the public roads has resulted. By doing this a return can be made for the money expended in maintaining prisoners in jail and in other prisons throughout the State, and would be much better

for the prisoners themselves that they have such open-air employment, instead of being confined in prison idle, where they frequently become victims of tuberculosis and mental diseases.

I, therefore, strongly recommend the passage of legislation enabling this to be done, which should be of a character which would prevent any abuses to the convict when engaged in such work, and that would prevent their escape, and should be broad enough in its provisions to permit the road authorities to avail themselves of its use for any kind of road work, either on improved roads or repair of the ordinary dirt roads of the State.

The transportation of material is another item which adds greatly to the expense of public road construction. Any way by which reductions could be made in this expense will greatly lessen the cost of roads.

The owning and operating of quarries by the State from which material could be supplied as required at the lowest possible price is another means by which reduction in the cost of roads could be much effected.

I recommend that the commission having charge of the supervision and building of roads under what is known as the State Aids Law and other laws (the Highway Division of the Geological Survey be abolished, and that the whole work on all our different systems be placed under the control of the State Good Roads Commission. It is all one general subject, and the administration cost would thereby be greatly lessened when only one department instead of two is kept up. Complications would be avoided, the bookkeeping simplified and many other practical advantages secured.

Amendments to the Good Roads Law with reference to the question of maintenance of said roads when constructed will be necessary, as this is one of the most important features connected with the construction of good roads. The duration of improved roads is very largely a question of their proper care and maintenance after they have been constructed.

This great work of public road improvement, that means so much for the development of the resources of our Commonwealth, must be kept moving onward with all possible dispatch and economy.

Under the State aid system thirty-eight miles of improved roads have been built. The reports of the State Roads Commission and Highway Division of the Geological Survey will be before you, containing detailed accounts of the expenditures and other information as to pikes, etc.

I would also recommend that in the different counties of the State where they have not already done so, a business system of repair of roads other than those comprising a part of the State system be adopted. Improvement along this line is more vital and important than improvement of the main State high-

ways, which necessarily constitute a very small part of the roads used by the people in the transaction of every-day business. They should be repaired under the supervision of men skilled in that character of work. The roads would become smoother and better for public travel, and the repairs thus made would last longer and be less expensive than under the system now employed in many of the counties of the State.

LICENSING AUTOMOBILES.

I appointed a commission, headed by Senator Linthicum, to look into and report a bill providing for the licensing of automobiles and to regulate their speed, use, etc., upon the public highways with a view of providing additional revenue to meet the expenses of improved highways.

There is no vehicle so destructive to improved roads as the automobile. This commission, after much investigation and labor, has reported a bill with most excellent provisions, dealing with this whole subject, and I recommend its passage by the Legislature. The increase in licenses involves no hardship to the owner of these cars, because, as is provided in said report, the revenues derived are all expended upon the public highway and they get the enjoyment of the full benefit of the same, together with the saving of tolls over the pikes in the State, many of which will be removed, as they constitute a part of the system of State roads.

I hope this law will be enacted, as I believe it is perfectly just to the State and to the owners of these vehicles.

I beg to suggest for your consideration in this connection whether, in order to save the money required in the execution of the law, it would not be feasible to put the administration of the same under the State Roads Commission, or the Secretary of State, who now issues such licenses. In fact, I believe that the consolidation of many of the departments of the State government, where the same subjects are being dealt with, would result in saving much administrative expense.

OYSTER CULTURE.

Under Chapter 711 of the Acts of 1906 the Board of Shell Fish Commissioners was created, and to this board has been entrusted the duty of first accurately surveying and buoying all natural oyster beds and bars within the waters of the State; and, secondly, of leasing the barren bottoms of these waters to those desiring to engage in the pursuit of oyster culture.

The survey of the Chesapeake bay and its many tributaries has been completed to the extent of all the tidewater counties of the State, and the open bay adjacent to them, except, however, a part of the waters of the counties of Dorchester and Tal-

bot and the Chesapeake bay contiguous thereto. In another year the entire oyster area of the State will have been fully covered by the survey, and the natural oyster beds and bars within its waters will have been finally and definitely demarcated from the barren and leasable area. This will establish for all time the rights of oystermen in the natural beds and bars.

This work has been carefully performed by the Maryland Shell Fish Commission in co-operation with the Department of Commerce and Labor of the United States, at considerable expense both to the State and Federal governments, and it is but right that the State should in turn reap the fruits of its investment by lending every facility to the practical development of its vast barren oyster area.

For this purpose I earnestly recommend that the Oyster Culture Act of 1906 be amended as suggested by the Board of Shell Fish Commissioners in its report now before you for consideration. The proposed amendments will be embodied in a bill carefully prepared by the counsel to the Board of Shell Fish Commissioners and submitted to you later. In substance they will provide as follows: (1) To permit an individual to hold thirty acres of oyster bottoms, instead of ten acres, as at present, in the county waters, and five hundred acres in the open waters of the bay, instead of one hundred acres, as at present; (2) to permit oyster farmers to take up their oysters as and when they may see fit; (3) to make plainer the provisions of the law regarding the obtention of seed for planters; (4) to strengthen the law by providing ampler remedies for the collection of rents; (5) to lessen the period of priority reserved to riparian owners and tongers and boatmen from four months and six months to thirty days and sixty days, respectively, and (6) to postpone the operation of the sliding scale of annual rentals charged per acre, as fixed by the present law, for the period of six years, during which period the annual rental per acre shall be \$1.00.

All of these recommendations of the commission I endorse as being conducive to the practical operations of the original Oyster Culture Act, without in any manner affecting the rights of oystermen.

I recommend that consideration be given to the question of using the oyster shells now in large quantities taken out of the State in supplying the depleted natural beds for the benefit of the oystermen who make a livelihood out of said natural oyster beds.

The survey nearing completion opens up a vast area beneath the waters of the State adapted to profitable oyster culture, and the experience of other States of the Union in which conditions for successful oyster culture are not nearly so favorable as they are in Maryland amply justify a fair and impartial test of the

present law through the application of such amendments as experience with its provisions commends.

The importance of the proposed legislation will be understood from a single statement in the Shell Fish Report of 1907. Discussing oyster culture in Rhode Island, the report says: "The possibilities for oyster culture in a single one of the tide-water counties of Maryland are as great as those in the entire State of Rhode Island."

Reference to the reports of the Rhode Island Shell Fish Commission shows that upon the comparatively small area employed in oyster culture by that State a great and prosperous industry has been built up. In addition to this, the direct revenues accruing to the State of Rhode Island from these oyster bottoms, which are small in size compared with those of Maryland, amount to \$100,000 a year.

As an economic question, affecting the material interests of the entire State, I therefore urge that the General Assembly now in session give the subject careful and favorable consideration.

In view of what has already been accomplished in the matter of the surveys and other preliminary work, I recommend that the General Assembly consider carefully whether the appropriation now made may not be reduced or discontinued altogether.

STATE AUDITOR.

The State Auditor makes certain recommendations in his report, most of which have been heretofore reported by him. He also calls attention to the injustice of the provisions of the Traders' License Law. He points out that the licenses of all the traders in the city of Baltimore and throughout the counties of the State are graded according to the value of the stock of goods or merchandise until the value of said stock reaches the sum of \$40,000, this being the maximum amount fixed in the law some fifty years ago, when there was no stock of goods of greater value than that sum, since which time, however, there can be found great numbers many times \$40,000 in value, and under the provisions of this law no increase in licenses is paid. He suggests that this is a great injustice to the small dealers, who have to pay upon the full value of their stock, and that the law should be changed to correct this glaring discrimination.

He also recommends that additional power be given to the Clerks of Courts issuing traders' licenses which will enable them to secure information that will fix the actual value of the stock of goods and merchandise of each applicant for license, and that the name of the owner and the value of his stock thus secured be published in one or more newspapers where the applicant resides.

He also recommends that the books in the different offices, such as Clerks of Courts, Sheriffs, State's Attorneys and others be supplied them by the State in order that the system recommended by his department be put in operation in each of the offices, these books to be of like character and to be kept in the offices subject to his inspection, or others who have a right to so inspect them, and that they remain in said offices as the property of the State, with penalties for their removal by outgoing officials or others.

He also recommends amendments to the law widening the scope and operation of his office and to include examinations into many other departments of the State government not now covered by the provisions of the said act.

He also recommends the use of the record typewriter as a means of keeping a more condensed record and thus reducing the expense of clerical service to perform such work.

I fully approve all of these excellent recommendations made by the State Auditor and urge their favorable consideration.

Upon the subject of establishing a State Auditing Department I may have something to communicate to you later on in your session.

FEE SYSTEM.

The report of the Commission, headed by Senator Coady, appointed to inquire into and investigate the fee system and salary of public officials, is before you.

In this report, they say, "the present system of permitting officials to pay themselves and their subordinates from the fees collected by them and turning the excess, if any, into the State Treasury, is wrong in principle and in practice." This, I fully approve and recommend the abolishing of this system in the State wherever practicable.

I also urge a greater scrutiny as to the number of deputies employed in the offices of Clerks of the Court, Registers of Wills and Sheriffs, to see if there is need for those employed. Wherever the force is greater than actually required to perform the necessary work it reduces the excess turned into the State Treasury, and, therefore, reduces the revenues of the State.

In fact, all of the departments of the State government should, at this time, be gone over most carefully, and wherever the services of any employe can be dispensed with, considerations of business methods which should prevail in all governmental matters require that it should be done.

CENTRAL PURCHASING AGENCY.

I recommend that the supplies furnished to the State institutions of all kinds be secured through some central purchasing

agency. Each institution now purchases its own. I am convinced that when the aggregate amount of money expended for these supplies is considered it becomes apparent the State could save much money if this system were adopted, and would secure a better quality of supplies. The present method certainly is not abreast of the business methods that should prevail upon such subjects.

STATE ARCHITECT.

The creation of this office was recommended by the Commission appointed on appropriations, and the recommendation in this regard has much to commend it. Large sums of money are annually paid out to architects who are not State officers and whose services are limited to the erection of buildings or construction of which they are employed to supervise.

I believe that the salary of a State Architect would be a saving of several thousands of dollars annually to the State, who would be a public officer with specific duties that he was sworn to fulfill, and as such he could be called upon at any time to prepare plans and supervise the erection of new buildings, and also could be called upon to go over all State buildings which have become out of repair for any cause, and keep them in proper condition. Another advantage would be that in this way uniformity in architecture could be secured in all of the State's new buildings.

AMENDMENT TO BANKING LAWS.

The commission appointed to investigate and report upon the necessity of the amendment and improvement of our banking laws, as well as those of other corporations, has submitted its report in the form of a bill, the passage of which it recommends by this Legislature.

There is no subject more important for your consideration and none in which additional legislation is so essential for the protection of the public, the stockholders and the depositors in banks and trust companies, and I, therefore, call your special attention to what seems to be a most excellent bill prepared by this commission after much thought and investigation upon the subject, and earnestly urge the passage of the bill recommended by the commission.

STATE PRINTING.

The provisions of the law providing for State printing should be amended. Its provisions are such that it is difficult to secure competition so necessary to have this work done at the lowest possible cost, because there is no basis or standard fixed under

the law upon which bids can be intelligently made. It does not, as it should, include all the printing that the State is called upon to do.

The report of the commission appointed to investigate this subject I also transmit to you.

PUBLIC EDUCATION.

The report of the State Board of Education contains recommendations which I regard as of much importance and entitled to your favorable consideration. Our splendid system of free education is the most essential department of our State government. The State has been liberal in its appropriations for the work, and great development and improvement have been made in the same by the teachers and school officials, but the sympathy and interest that we feel in the great work it is doing should not close our eyes to the necessity for the practice of every economy that will not affect its welfare.

The school revenues have increased \$276,950. Of this amount \$143,244 went toward increasing the salaries of teachers.

In their report the Board says:

“There is no definition either in the statute law or in the by-laws of the State Board of Education of an approved high school. While an inspection of such schools is required by law and a list is approved annually by the State Board of Education, neither the person who makes the inspection, nor the board which certifies to the accredited list, has a legal guide outlining the essential requirements these schools must meet. In the absence of a definite standard for measuring the work, both as regards quality and scope, there is danger such schools will multiply too rapidly and the standard of instruction may be affected adversely in consequence thereof.

“The Legislature will do well to amend the law pertaining to approved high schools by outlining essential elements which these schools must possess, including departments of work, a minimum number of pupils in the high-school grades, minimum number of teachers to be employed and the necessary equipment. As a safeguard against promoting pupils into the high school department too rapidly from the lower grades the County Superintendent should be required to approve all such promotions. Such action on the part of the General Assembly will restrain hasty efforts to organize high schools where conditions are not ripe for such, and will have the effect to improve the character of secondary school instruction.”

I recommend the repeal of appropriations made by the State to academies located in the same neighborhood and doing practically the same work as the high schools.

The State purchases text books to the amount approximating \$100,000, and they are purchased by the different Boards of School Commissioners. I am convinced that it would be better and more economical that the purchase of text books should be placed in the hands of some central authority, say, the State Board of Education, where there could be a better opportunity for competitive bidding and the State would get the benefit of the reduction of price that would naturally result therefrom, and this would unquestionably result in more uniformity throughout the State in the character of the text books used in the public schools.

I appointed a commission to deal with this subject, whose report I have herewith transmitted to you and which contains much valuable information on the subject.

I also enclose with said report an article written by Dr. Lewis, of the State School Board, as to the number of appropriations made for school purposes, which also contains many practical suggestions.

The report of the commission authorized by an act of the last Legislature to make investigation into the subject of industrial education will be filed early in the session. It contains much data on that branch of the subject.

BOARD OF HEALTH.

The report of this Board shows the character of the work in which it has been engaged and the health conditions throughout the State, with many suggestions of importance. The great work that has been done by the medical profession along the lines of what is popularly known as "preventive medicines," has placed all of our people under the greatest obligations to the disinterested work of those great medical philanthropists, and the truths which their efforts have established, practically applied through the instrumentality of the Board of Health, has had great effect, and, if the people will only observe them, will continue to have greater effect in lessening such diseases by informing the public of the methods of life necessary to prevent the same.

The protection of the public from needless sickness and death should be considered one of the important functions of the State government, and in this matter we should carefully consider the responsibility laid upon our shoulders. The economic cost of disease should be no less carefully considered. The population is the greatest of our natural resources, and the problem of its conservation should always occupy a large place in the minds of our legislators.

the Legislature, because of the care that they have displayed in the investigation upon which their conclusions are based, and it was the consideration of this fact that led to the passage of the act creating the board.

They recommend that the scope and duties of their department be widened and that all applications for admission into hospitals, educational and other institutions to which appropriations are made by the State go through this department and that the appropriations remain in the State Treasury and be paid to said institutions for the actual cost of the privileges or services so enjoyed by the direction of their department, in which a record in each case be kept.

They also recommend that power be given to them to find homes for girls and boys in reformatory institutions, and make their department a bureau of information for the public upon these and other subjects. Other recommendations will be found in their report, and a very interesting table, showing the character and growth of appropriations in recent years.

THE NATIONAL GUARD.

During the past two years I have carefully observed the operations of the National Guard of the State during parades, occasions of ceremony and while actively engaged in Camps of Instruction in the field at Westminster. It is with much gratification that I have noted the efficiency and soldierly bearing of the State's troops.

The duties of the State Board of Health include the registration and recording of births and deaths, the control of infectious diseases, the supervision of foods and drinks, and many other routine duties, in addition to the important advisory and co-operative relations of the Board with local sanitary administrations. The work which the Board is doing in tuberculosis I consider especially important, and best devised to control the spread of the disease at its fountain head.

The Maryland laws passed by the General Assembly of 1904 have been models, both for legislation and administration, in at least ten other States, and have only recently been adopted by the State of New York.

BOARD OF STATE AIDS AND CHARITIES.

The report of this board shows that they have visited all the institutions of the State, receiving State appropriations, and with much care and patience they have made their recommendations for the several institutions. They have intelligently tried as far as possible to make their recommendations upon some general principle. Their report should have great weight with

All organizations are now equipped with the latest model arms and field service equipment, and uniforms, and because of their thorough instruction in rifle practice on the range owned by the State, and theoretical instruction in camps and armories, are prepared at a moment's notice to enter the field to preserve order in the State, and to protect the lives and property of its citizens.

It is with great difficulty that many of these companies are kept up to the full standard, and the business men and citizens of the State can greatly aid in the keeping up of the Guard by allowing their employees time to attend drills and other requirements, and encouraging them to join the Guard.

The provisions of the splendid and comprehensive measure with reference to the National Guard passed by the last Legislature have been of inestimable benefit, and under its provisions further improvement will be effected.

MARYLAND TUBERCULOSIS SANITORIUM.

This institution, established by the State and conducted at State expense, is a leading institution of its kind in the United States and has served as a model for many other States which are organizing institutions for the purpose of fighting the "white plague."

The present patient capacity of this institution is about 200.

Its buildings consist of an administrative building, dining hall, an infirmary, eight pavilions, house for heating and lighting purposes, cottage for the farmer, etc.

It is located in the heart of the Blue Ridge Mountains, along the line of the Western Maryland railroad, about sixty-nine miles from Baltimore.

The location and arrangement of the buildings are in strict accord with the most modern ideas for the successful treating of this disease, as gathered from the most experienced medical authorities on the subject.

A large number of cases have been treated in the institution during the year, and the demand for admission still increases.

The minimum charge for each patient is \$3.50, but persons who can afford to pay more are expected to do so, but the Board has established twenty free beds for residents of the entire State.

This institution is devoted entirely to persons suffering from tuberculosis in a curable form, who present a reasonable hope of recovery. Hopeless cases are not admitted.

AGRICULTURAL COLLEGE.

This is one of the most useful educational institutions of the State, and the appropriations given by the National Govern-

ment, as well as by the State, give it the facilities of carrying on the work in the future which will give even greater benefits to the agricultural interests in the State than that of the past.

I recommend that efforts be put forth to bring the advantages for the work done at this institution more closely to the farmers of the State, either by having branch departments established in the educational institutions in other sections of the State where experiments can be made and lectures given by professors in the institution.

The other departments, such as the Experiment Station, are now engaged in a most important and beneficial work.

I am inclined to think that a material reduction in the administrative cost of this institution and its allied departments could be made by consolidating some of its branches which now seem to overlap and which could thus be administered with an annual saving of from \$6,000 to \$8,000.

The title to this property, that is, the land upon which this institution stands, is not exclusively in the State, there being still a half interest owned and standing in the name of the stockholders who originally organized this institution. It might be well to have this matter looked into before any additional appropriations are made by the State for buildings on land of which it has not the full title or ownership.

I appointed a Committee of the Trustees to look into and investigate some of the matters hereinbefore referred to, and I have no doubt that their report will fully inform you on these particular subjects.

STATE LIBRARIAN.

The State Librarian reports that the number of accessions to the library for the last fiscal year by purchase, gift and exchange was 3,000 volumes.

She recommends a reduction in the number of Journals printed and bound.

She also recommends the sale of the large number of Journals and also the surplus Public General Laws and Public Local Laws now in hand in the State Library.

She further recommends the passage of a law providing for the publication by the State Librarian of all Acts of Assembly required for free distribution as well as all others required by those desiring to purchase the same. In this way, she believes, the entire expense of printing and binding the 1,500 volumes now required for free distribution could be furnished at a less cost than they now have to pay for the same, and the price to all who want the same be greatly reduced.

She also recommends that the appointment of a clerk to assist in the Library work during the Legislature be discontinued.

MARYLAND PENITENTIARY.

The report of the Trustees of the Maryland Penitentiary is but additional evidence of the splendid manner in which this institution has been conducted—a model one of its character.

Receipts from all sources during the year amount to \$162,159.86; disbursements, \$118,035.50; surplus paid over to the State, and thus lessening the burdens of the taxpayers thereof, \$44,124.36—the greatest year as a revenue producer in all its history, an increase over the preceding year of \$6,967.52. And in the same year paid over to the prisoners themselves, for over-work, the magnificent sum of \$35,097.71, an increase in excess of last year of \$6,608.43, or more than 19 per cent., and this when the cost of supplies of almost all character has greatly increased.

The health of the inmates has been most excellent, as a result of the splendid sanitary arrangements and care and attention of the officers of the institution. Only seven persons have died out of a daily average of 1,075 $\frac{3}{4}$, this being the lowest death rate for years in the institution.

Great attention has been paid in the line of reforming of the prisoners of the institution. A splendid library of good books is spread before the prisoners, and regular religious services are provided.

This institution asks no appropriation from the Legislature this year.

HOUSE OF CORRECTION.

The management of this institution has been most wise and economic. The number of inmates runs from 550 to 750. There have been installed a shirt factory, broom factory, mat and matting industry and an overall factory for the employment of the women inmates. The per capita cost per year is a fraction over \$93, and this in the face of provisions of all kinds being much higher in price than formerly.

I am much gratified to be able to say to you that this institution is on a self-sustaining basis and will not ask, at your hands, any appropriation for maintenance for the future, thus effecting a saving of practically \$30,000 a year, and this notwithstanding the fact that a smallpox epidemic afflicted the institution within the last year and occasioned much expense and trouble.

There are many prisoners taken out of this institution on writs of habeas corpus and discharged for mere matters of form in the commitments. Legislation should be enacted by you to prevent this, as far as possible, in the future. I would suggest that forms be adopted in any legislation that may be enacted upon the subject, for the use of magistrates and the judge before whom any writ is returnable be given the power.

on motion of the State's Attorney of the county or of Baltimore City, from which the prisoner comes, to amend the writ where it is made manifest to the judge that the defect complained of is a mere matter of form, and return the prisoner to the institution to serve out his sentence.

It would probably be wise that some provision be made to prevent the sentencing of prisoners to this institution for a period of less than six months.

SPRINGFIELD AND MARYLAND HOSPITALS FOR THE INSANE.

The reports of the superintendent of each of these institutions you will have before you, and show with great particularity the work of these institutions in the care of these most unfortunate of our citizens.

The indebtedness of the Springfield Hospital for a new dining hall and kitchen has been greatly reduced, and the balance will soon be paid off.

Buildings have been erected at both of these institutions within the last year.

In these institutions the inmates are looked after with kindest care and consideration.

I recommend the installing of additional manufacturing plants of a character suited to the inmates in order that they may find occupation which is now urged by the best authority on the care and treatment of the insane, and will also produce in time revenues to aid in their support.

I have made some recommendations to the Trustees of the Springfield Hospital, which they are now considering and which they have the power to adopt without additional legislation.

ASYLUM AND TRAINING SCHOOL FOR THE FEEBLE-MINDED.

This institution is doing a most important work in caring for the afflicted children. New buildings have recently been erected and the comfort of the inmates well provided for. Their industrial and educational training is being rapidly developed.

I call your especial attention to the excellent report of the superintendent of this institution for a full and detailed account of its operations.

BUREAU OF STATISTICS AND INFORMATION.

This Bureau, as I gather from its report, has been most active in securing industrial statistics that are of much value and importance to all the people of the State.

The administration of the Child Labor Law has been very creditable indeed, and has reduced to a minimum the abuses which the law was passed to correct.

The report contains much information along general lines, showing the condition of labor, the character and quantity of skilled labor, its employment, etc., and other statistics of value to the commercial interests of the State.

I would recommend that the law governing this Bureau be amended so as to provide for the medical examination of labor employed in factories and otherwise looking to the prevention of the taking and spreading of tuberculosis or any other disease of an infectious character.

The Chief of this Bureau recommends that the age a child must reach before being permitted to work be raised from twelve to fourteen years. He also recommends the repeal of the section which exempts children under twelve years of age in the counties from June 1st to October 15th, recommending that the law should apply to the counties and city alike.

The number employed at their homes in 1909 was only five per cent. of the total number engaged in the manufacturing of the several articles, including clothes, coming under the Factory Inspection Law, while ninety-five per cent. were employed in factories and shops, thus establishing a reputation for Baltimore made garments as the best in sanitary condition of any city in the country.

BUREAU OF IMMIGRATION.

The practical benefits to the people of the State from this bureau abundantly justify its establishment, and the amount of money appropriated for its support. Its advertising and work have resulted in bringing to this State a large number of farmers, who have purchased land and have become citizens of the State, as well as others who have been brought here as farm laborers, thus meeting the handicap suffered by our farmers from the lack of labor of this character.

The report of this department, now before you, shows in detail the important character of the work performed and reflects much credit upon its officers.

STATE TAX COMMISSIONER.

The new Incorporation Law passed by the Legislature of 1908, which went into effect on June 1 of that year, has added very much to the work of this department, but the provisions of this law are working very well in other respects. It brings to the knowledge of this office all the newly formed corporations, and in that way enables it to get the names of the corporations at once on the books and puts them on the tax-paying list.

The increase of revenue in the last two years has not kept pace with the increase in former years, due to the depressed

business conditions which resulted in a great loss in the gross-receipt taxes.

The change in the law governing the payment of taxes on gross receipts of other corporations has resulted in materially decreasing the revenue.

I congratulate the chief of this department and his assistants for the very commendable diligence displayed in securing for the State the revenues through their department.

LAND COMMISSIONER.

The report of the Land Commissioner gives a full and detailed account of the operations of his offices and the recopying of the old records and rebinding the same, and is most interesting and instructive. His office is now in fine condition and is visited by a number of citizens of the State in quest of information or historical research, for which it furnishes splendid facilities.

The report shows in detail the uses to which the special appropriation of \$6,000 by the last Legislature was applied in the copying of old records of inestimable value, perpetuating much most interesting historical data of early settlers and other respects, and reflects great credit upon the head of this department and his assistants in the work.

STATE VETERINARIAN AND LIVE STOCK SANITARY BOARD.

The reports show in detail the expenses of these departments and the work done in dairy inspection, and the dealing with diseases of live stock throughout the State, including the foot and mouth disease, which the Chief Veterinarian, with the assistance of the Government authorities and the Live Stock Sanitary Board, were able to arrest before it had spread beyond the two farms in Carroll county where it was first detected, and while much trouble, expense and loss have been sustained in other States because of this disease, for the prompt and efficient manner with which it was dealt with in this State, we are indebted to the intelligent action of this Department.

Recommendations are made in these reports which are worthy of the careful consideration of the Legislature.

MINE INSPECTOR.

The Mine Inspector's account of the work done by him is most creditable to him and a very great advantage to those interested in this matter. The conditions in the mines, as gathered from his report, are most gratifying and look to the safety of those employed in this hazardous occupation, as well as affording advantages to the employers of labor in such.

STATE TOBACCO WAREHOUSE.

The Inspector of Tobacco reports a healthy condition of the trade, although its operation has been carried on with some difficulty, owing to the fact of tearing down and rebuilding the tobacco warehouse on the south side of Conway street, which did not, however, prevent all the receipts of tobacco being taken care of promptly.

He reports the sum of \$7,000 now in bank, in addition to \$4,000 which has been paid into the State Treasury.

The new tobacco warehouse, the erection of which was authorized by an act of the General Assembly of 1908, is now rapidly nearing completion, and built within the sum in the State Treasury dedicated to that purpose. It is an imposing structure and adds greatly to the appearance of that part of the city and will lessen the handling of tobacco in the future.

STATE FISHERY FORCE.

The report of the Commander of this Department of the State Government shows a very excellent condition of affairs, both financially and otherwise.

The Oyster Navy is in excellent condition, and few violations of the law are reported.

This Department is not yet self-sustaining, although the total revenues derived from same would easily make it so, but a portion of these revenues is paid to certain of the counties in which the oyster industry is heavy. I believe that with a reduction of the expenses of the force and the amendment of some of the laws dealing with the question of revenues, that after the next year there will be no longer the necessity to appropriate any money from the general State Treasury to make up any deficiencies in the expenses of this Department.

Amounts have been appropriated as high as \$30,000 a year, in the past, which have been reduced to about \$15,000 a year. In the methods being recommended, which are approved by the efficient commander of this force, this amount, in the future, could be saved to the Treasury of the State.

I am firmly of the opinion that this branch of the State Government should provide for its own expenses. This year the yield of oysters is reported large in quantity and of extra quality.

FISH COMMISSIONERS.

The report of the Fish Commissioners for the Eastern and Western Shores shows that a large quantity of fish has been hatched out and distributed in many of the waters throughout the State. It also shows the growing favor of the yellow perch, nearly two hundred millions of which have been hatched out

and distributed in the last two years. The output of brook trout at the State Hatchery in Druid Hill Park has been greatly increased.

They recommend legislation to secure uniform laws of the State, and also a law prohibiting the pollution of streams of the State by mills and canning factories.

UNIFORM STATE LAWS.

The report of the Commissioners on Uniform State Laws recommends the passage by your body of the following acts:

The Uniform Warehouse Receipts Act,

The Uniform Sales Act,

The Uniform Transfer of Stock Act,

The Uniform Divorce Act.

I have examined these several acts, so far as my limited time would admit, and I am convinced that they deal with proper subjects for uniform legislation throughout the country, and I therefore fully approve the report of the commissioners for this State and urge the passage of the acts mentioned in their report.

GAME WARDEN.

The report of the Game Warden shows very much in detail the character of the work in which he has been engaged. His appropriation is so small that it is impossible for him to do the work which ought to be done by his department for the protection of the fish and game of the State.

I have sent you the report of the Commission to whom I have committed the investigation and report of amendments to our Game and Fish Laws in all sections of the State, in order that this matter, so vitally important to all of our people and the wealth of our advantages in this regard, may be fully protected. Their report is before you and recommends such changes in the law as will provide revenue sufficient for the protection of this important interest by levying a license which will thus relieve the State entirely and properly from the appropriation of any money for this purpose.

I direct your especial attention to the report of this Commission, which has involved a great deal of work and thought. This will relieve the State from the appropriations now made and will provide sufficient funds to carry on the work in a way to absolutely break up all violations and preserve the fish and game to the benefit of our people for all time to come.

STATE FIRE MARSHAL.

The State Fire Marshal's office has performed its duties in a manner to observe especial notice and especial thanks from the people of the State. There is no officer whose duties are more important than those of the State Fire Marshal, whose function it is to inquire into the cause of fires, and, where there is suspicion of incendiary origin, to make diligent efforts to detect and bring to justice the perpetrator of the crime. This the State Fire Marshal has done in a most satisfactory manner. He has examined into the causes of 357 fires of unknown origin and has made 27 arrests on the charge of arson, 17 of whom have been convicted. There are also now in jail seven persons awaiting trial.

The effect of his activities will be to rapidly lessen the number of fires of incendiary origin and thus protect the lives and the property of the people of the State and be a great saving to insurance companies. He has also, under the provisions of the law in such cases, secured the placing of fire-escapes in buildings where large numbers of people assemble and thus made safe their exit in cases of fire.

COMPTROLLER AND TREASURER.

I have had the offices of the Comptroller of the Treasury and the State Treasurer examined by the American Audit Company, whose report of the method and accuracy of the accounts kept in these important offices shows that they are honestly and faithfully kept, and reflects great credit upon each of these officers and their assistants.

STATE INSURANCE DEPARTMENT.

This department was created in the year 1872, and while at first its work was not very greatly extended, nor its financial receipts heavy—I think only \$25,000—the past year the receipts were \$315,000, and of this amount about \$287,000 was turned into the State Treasury. The work of this department has greatly increased, as is evidenced by its annual reports. The first report contained less than fifty pages, while in the last year it was published in two volumes, one containing more than one thousand closely filled pages, while the other volume gives the doings of fraternal organizations in this State. I think both contain most interesting data. This department is furnishing a vast amount of statistical information for the government and various organizations in this country and foreign lands which is very useful and beneficial.

I also enclose you the report of the commission appointed by me to investigate this subject, in which you will find much

information to guide you in any amendment to the insurance laws of this State.

I would suggest that the matter of the insurance on all the State buildings be gone over by you, with a view of securing a reduction of the insurance and some other more definite provisions in the law.

DEAF AND DUMB ASYLUM.

This institution is doing a very excellent work for that class of unfortunates. It is located in the City of Frederick, in Frederick county. The buildings are large and commodious and the conveniences well adapted for the purposes. I must, however, call your attention to the fact that this institution receives a large appropriation, viz., \$35,000, which seems large for the number of pupils in said asylum, which is about 110, while the capacity is sufficient for nearly double this amount. As you will notice, the per capita is therefore large.

I would suggest that if there are in the State, as doubtless exists, other institutions doing the same work for this class of the afflicted, that they be received in said institution, and that efforts be made to secure from other States students who would pay a reasonable per capita. This would decrease the cost to the State without impairing in any way the welfare of those who are students now in said institution. In fact, I think a very great saving could be effected if a number of the other charitable institutions of similar character were consolidated into one institution.

UNPAID COMMISSIONS.

At the close of the last session of the Legislature I appointed a number of commissions to take up and investigate various subjects and to report to this Legislature any recommendations that they deemed wise. With the work of these commissions (performed without pay or even traveling expenses) I am more than gratified, and take this opportunity to express in the name of all the people of the State the great obligation we owe them for the conspicuous character and value of the services performed. It has led to the public discussions of important public questions, the results of which cannot fail to be of inestimable service to the Legislature.

And to the Cabinet organized from the heads of important State offices I have received much valuable assistance and shall continue this organization in the future.

AUSTIN L. CROTHERS,

Governor of Maryland.

